Mr. 24

From: Sent:

To:

Dongro@aol.com

Monday, April 15, 2002 9:09 PM

Kahlow, Barbara

Subject:

Fwd: Smith Issues - Programs

Programs Barbara,

Included is the information from the Independent Roofing Contractors of California. As you will notice they received an approval to expand their program in 1998 under the Wilson administration. This decision was reversed at the July 25th 2002 California Apprenticeship Council hearing in San Diego with an all union Davis board. The reasoning was that these programs, because they were in a new geographic region, were new programs, not an expansion of the existing program. As such the expanded programs were deemed "illegal" and shut down. They did this with the PHCC and ACTA programs.

I will fax some additional information regard DAS 24's that have gone unresponded to and the documents detailing the decision to close down the ACTA programs.

Please call me if you have any questions.

Thanks for your help.

Sean Doherty

#### Kahlow, Barbara

From: John

John Upshaw

Sent:

Monday, April 15, 2002 7:41 PM

To:

Dongro@aol.com

Subject: Smith Issues - Programs

Sean - I was unsure from your note what exactly you wanted - But I have attached a couple of items in pdf format which may help if you are talking to DOL - They have got virtually everything already though - whether they know what they have or not is another question.

Item one is the decision on July 25 by the DAS/CAC to pull expansion previously approved prior to Davis admin.

Item two is a letter of protest to Jay LaSuer about the process and gives the IRCC prospective on the disapproval --

Item three is another letter about Riverside and San Bernadino - where the IRCC tried to expand after being asked by some contractors down there. The interesting thing about that letter is that Henry Nunn never responded to it - It's indicative of their looking the other way on any approvals to non-union...

The fact that there was no corresponding union program in those areas when we submitted for expansion is also an enigma.

Have at it. and good luck -- by the way - what's up?



MeritShop • 3508 24th Street, Sacramento, CA 95818 • (916) 737-1403 tel • (916) 737-1405

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### INDEPENDENT ROOFING CONTRACTORS

OF CALIFORNIA, INC.- UNLATERAL APPRENTICESHIP TRAINING COMMITTEE 3478 BUSKIRK - SUITE 245 - PLEASANT HILL, CA 94523 -- PH: 825-939-3715 FX: 925-930-7704

July 28, 2001

The Honorable Jay LaSuer Seventy-Seventh Assembly District District Office 5380 Jackson Drive, Suite 120 La Mesa, CA 92942

RE: Action By The California Apprenticeship Council in Reversing 1998 Geographic Expansion of IRCC Apprenticeship Program To Nine California Counties

#### Dear Assemblyman LaSuer:

You are a recognized friend of the California apprenticeship community and as such I am urgently requesting your assistance in investigating the California State Apprenticeship Council's recent move to eliminate this committee's apprenticeship training efforts in nine California countles which were lawfully added to our existing standards in 1998.

In 1998 the IRCC Training Committee submitted two DAS 24 forms for the inclusion of the California Countles of El Dorado, Fresno, Los Angeles, Orange, Kern, Placer, Stanislaus, Tuolomne and Yolo Counties. These additions to our geographic training area were submitted in response to the petitions of interested roofing contractors in these areas who had contacted the IRCC as a recognized provider of craft training for roofing mechanics. We submitted our revisions in good-faith and with the full assistance and support of the Division of Apprenticeship Standards. At the time, we were assured that submission of a DAS 24 Form ( with revised affirmative action goals for the recruitment of women and minorities within the new areas) was all that was required to affect these changes, and that a mere expansion of training area did not constitute a "new program."

Nevertheless, the CAC's recent action (July 26, 2001) was taken under pressure from both the 10 Bay Area Counties and Southern California Roofers and Waterproofer's JATC's, who had filed an appeal alleging that the IRCC's expansion into these areas was somehow unlawful. Integrating their complaint (appeal) with unsupported allegations against the IRCC program in an attempt to discredit it, the plaintiff's (JATCs) only 'legal' argument for deregistration of the IRCC 's expanded program was that it should have provided notice of the change to union operated

The Honorable Jay LaSuer
RE: CAC Action Against Merit Sop Apprenticeship
7/29/01
Page 2

programs situated in the new areas, because as an alleged "new program" it was subject to review. However, as emphasized in acting DAS chief Rita Tsuda in her April 2, 1999 letter to the plantiff's council:

"Under the current regulations, however, the process to which you refer, involving comment by existing programs, is intended for use in the Approval of new programs, and is not required when programs are amended. Indeed, the standards that were the subject of the §212.2 process provide a method for amending the ,standards, and those standards containing that method were approved by the CAC. Under the standards approved by the CAC, amendments can be made by the program, subject to approval of the Chief DAS. The standards do not require CAC approval, nor do they imply that 212.2 must be must be followed when an amendment is proposed.

In the past, the Division has not applied the §212.2 process to the amendments to standards. As you know, the CAC's rules and regulations committee had been considering modifications to process for amending standards, however the present regulations provide only that the standards shall provide for "revising standards as needed."

As you can see, the IRCC program was expanded in a manner accepted by the authorizing state agency. Our goal was always to provide a service to our contractors and apprenticeship opportunities and skill training for their respective employees.

The CAC's action in reversing these lawfully executed changes to the IRCC's standards are a transparent political maneuver aimed at stemming the proliferation of non-union, merit shop training programs. It is the action of a renegade governor appointed council, driven by the political payola of union campaign dollars, whose goal it is to systematically monopolize state apprenticeship under a "union-only" banner.

As a result of these actions, the IRCC will be forced to file expensive legal actions against the state and the CAC for undermining its right to train apprentices and to operate its program as provided under the law. On the one hand, we will be forced to sue the DAS for indemnification of the IRCC for its legal costs for defending its action in approving our expansion, and on the other, we must then sue the CAC for its capricious and politically malicious reversal of the DAS's action.

The Honorable Jay LaSuer

RE: CAC Action Against Merit Sop Apprenticeship

7/29/01 Page 3

As you can see, this is an absurd abuse of an independent training entity by the state DAS and its politically driven council. We respectfully encourage you to exert any means available to you to expose this abuse and save California taxpayers the and costly drag of legal battles which undermine the validity and on of a legislation material was traced functionality of its state institutions. industrial de la material participar establica de la compartica de la comparticipa della comparticipa della

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Sincerely,

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Cleo Thompson, District Legislative Director
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IRCC Board of Directors c.c. Cleo Thompson, District Legislative Director Mark Thierman n 1900 kilin di kun ala masiy busan kilin dika kali pesih pesasawan kali kilina inda hilang birang DEPARTMENT OF INDUSTRIAL DIVISION OF APPRENTICESHIP JS Fremont Street. Suite 1050 San Francisco. CA 94105 (415) 975-2035



ADDRESS REPLY 10. P.O. Text 420x03 San Francisco, CA 94142:

April 2, 1999

Sandra Rae Benson, Esq.
Van Bourg, Weinberg, Roger & Resenfeld
180 Grand Avenue, Suite 1400
Oakland, California 94612

Re: Amendment to IRCC Standards.

Dear Ms. Benson'

I am writing in reply to your letter concerning the revision of the IRCC standards. Your letter suggests that the amendment to the standards that changed the labor market area for the program should have been treated, not as at amendment, but as the submission of a new program.

Under the current regulations, however, the process to which you refer, involving comment by existing programs, is intended for use in the approval of new programs, and is not required when programs are amended. Indeed, the standards that were the subject of the §212.2 process provide a method for amending the standards, and those standards containing that method were approved by the CAC. Under the standards approved by the CAC, amendments can be made by the program, subject to approval of the Chief DAS. The standards do not require CAC approval, nor do they imply that §212.2 must be must be followed when an amendment is proposed.

In the past, the Division has not applied the §212.2 process to the amendments to standards. As you know, the CAC's rules and regulations committee had been considering modifications to the process for amending standards, however the present regulations provide only that the standards shall provide for "revising the standards as needed." § 212(c)(11).

As to your question concerning related and supplemental instruction, as you may know Labor Code section 3074 provides that the administration and supervision of related and supplemental instruction for apprentices is the responsibility of the education agency and the program sponsor.

I hope this has been helpful to you and I will advise the new Chief DAS of your demand at the appropriate time

Yours truly

Rita H. Tsuda Deputy Chief

cc: S. Smith

F. Lonsdale

# BEFORE THE

CALIFORNIA APPRENTICESHIP COUNCIL Case No. 99-07 TEN BAY AREA COUNTIES REGIONAL ROOFING JOINT APPRENTICESHIP AND 6 TRAINING COMMITTEE, SOUTHERN DECISION CALIFORNIA ROOFERS AND 7 WATERPROOFERS JOINT APPRENTICESHIP AND TRAINING COMMITTEE, 8 Charging parties and appellants, スカヤ ヨ りあけいせ カモリ 9 INDEPENDENT ROOFING CONTRACTORS OF 10 CALIFORNIA UNILATITAL APPRENTICESHIP 11 COMMITTEE, 12 Respondent. 13 14 15 FACTS AND PROCEDURAL HISTORY 16 Prior to August 27, 1998, the Independent Roofing Contractors of California Unilateral 17 Apprenticeship Committee ("IRCC"), was authorized by its standards to recruit apprentices in 18 the Counties of Alameda, Contra Costa, Lake, Marin, Mendocino, Monterey, Napa, Sacramento, 19 San Francisco, San Joaquin, San Mateo, Santa Clara, Santa Cruz, Solano and Sonoma. 20 In August and December, 1998, the Division of Apprenticeship Standards ("DAS") 21 approved revisions to IRCC's standards which allowed IRCC to expand its recruitment to El 22 Dorado, Fresno, Kern, Placer, Stanislaus, Tuolomne and Yolo Counties. DAS did not give 23 formal notification of the revisions to existing parties in the geographic area, including the Ten 24 Bay Area Counties Regional Roofing Joint Apprenticeship and Training Committee, Southern 25 California Roofers and Waterproofers Joint Apprenticehsip and Training Committee 26 ("Appellants"). 27 28

DECISION

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2 3

> > DECISION

whose authenticity cannot be reasonably be disputed, because the parties submitted extensive briefs and because the issues to be decided are primarily legal.

- 2. The record establishes that the 1998 revisions to the IRCC standards constituted a "new" program because the revisions changed the geographic area of the program.
- 3. Because the 1998 revisions constituted a new program, approval of the revisions was subject to Regulation 212.2. Regulation 212.2(f) requires DAS to give notice of an application for a new program to existing programs in the labor market area of the program. Appellants therefore were entitled to notize of the proposed revisions under Regulation 212.2(f). DAS did not give appellants such notice. Regulation 212.2 (j) requires an appeal from a DAS approval to be filed "within thirty days following service of the decision". DAS did not serve appellants with the decision approving the revisions until May 21, 1999. Under these circumstances, appellants' letter of February 19, 1999 should be considered as an appeal which was timely under Regulation 212.2(j).

Regulation 212.2 sets forth the procedure for the approval of a new program. DAS did not follow the this procedure in its 1998 approvals of the IRCC revisions. The approvals therefore are overturned because they are invalid. IRCC accordingly is authorized to operate its program only under its original standards as approved by the Council.

3. With respect to any apprentices whom IRCC recruited outside its original geographic area pursuant to the 1998 DAS approvals, the Council believes that it would be inequitable to transfer those apprentices to other programs, provided that those apprentices are being trained, educated and employed in accordance with law. The Council requests DAS to conduct an investigation of the training, educating and employment of those apprentices. The Council will retain jurisdiction over the question of what to do about those apprentices pending the results of DAS' investigation. If the investigation demonstrates that those apprentices are not being lawfully trained, educated or employed, the Council will issue further orders as necessary.

3.

## THIERMAN LAW FIRM

LABOR RELATIONS AND EMPLOYMENT LA 120 GREEN STREET SAN FRANCISCO, CA 04111

# **CHRON COPY**

MARK R. THIERMAN NODEST PRIED CARRIE L. FREEDYONE LAMA L. HYERE

TELEPHONE (418) 391-9200 FACEINILE (415) 729-7078

April 12, 2001

Mr. Henry Nunn, Chief DAS Division of Apprenticeship Standards and the bound of the standards and the standards and the standards and the standards are standards are standards are standards and the standards are standa Department of Industrial Relation for the State of California 455 Golden Gate Avenue, 8th Floor Hotton has the process of the state and the last San Francisco, CA 94108 of his datas was sender by the first of the war of standard and

Civil Action to Stop DAS Obstruction of Apprenticeship Opportunities For Rez Roofing Workers In San Bernardino & Riverside Countles 

Dear Mr. Nunn:

with the contract to a state with being the order on the section. After the contract of The purpose of this letter is to give you timely notice of the IRCC Apprenticeship Training Trust Fund's intent to file a civil action to force you to perform the ministerial act of approving or denying a DAS 24 (Revision of Standards) submitted by the IRCC early in May of 2000 extending its program to San Bernidino and Riverside Counties. The DAS has represented to the Superior Court for the State of California in the case of the Air Conditioning Trades Association Unilateral Apprenticeship Program that program amendments to include new areas are not subject to the DAS' new programs rules; consequently, there is no need for consultation with existing programs or demonstration of training need for this proposed expansion. In addition, we are aware that there is no functioning union program in this area, thus making a prima facie showing of need and consultation inappropriate. Therefore, I can see no standards by which this DAS 24 revision can be denied. Particle benton as at may properly

William wife with t While the DAS has taken the position in administrative proceedings that although a program may train and recruit contractors outside the area contained in its CAL-Plan Standard Metropolitan Statistical Area, the DAS seems to have an underground regulation that a program may not recruit directly apprentices outside the area. While the DAS practice is to "grandfather in" existing employees of a new employer, there is a conflict over the extent of this underground exception to the published selection procedures as applied to subsequently hired employees. Also, DAS personnel seem conflicted as to whether an out of jurisdiction employer member may refer its employees for selection by the apprenticeship program as opposed to active recruitment of employees directly by the apprenticeship program.

In 1999, five roofing contractors in the San Bernardino and Riverside County areas requested to join the Independent Roofing Contractors of California state approved apprenticeship training program. Three of the five companies who submitted this request already operated individual plant standard programs in these two counties but recognized that a concerted effort of contractors in the area would improve the scope of the training, assure continuity of employment, eliminate redundant program administrative costs, provide greater

minority recruitment resources, and generally provide greater flexibility and career path potential for apprentices. Because there were, and currently are no existing union sponsored programs in these two counties, IRCC anticipated little political or administrative resistance to what seemed to be a natural enhancement of training opportunities in these areas. In addition, the San Barnardine and Riverside County contractors, in affiliation with the IRCC, had developed a willing and enthusiastic partnership with the Riverside Community College, which was and has been very positive and excited about implementing the program's curricula, and assisting us in promoting this valuable job training venue to the area's young people.

In order to avoid possible confrontation with DAS over its unconstitutionally vague and constantly changing standards for out of area programs, the IRCC submitted a DAS 24 (Revision of Standards) in early in May of 2000. It is now almost one year later and the State has failed to act on these standards, while giving no indication to the IRCC or to the contractors in this area that there is any problem. IRCC had originally intended to commence classes in September of 2000, but these classes were thwarted because the DAS, after certifying receipt of these standard changes in June of 2000, alleged that the submission had become lost. In September, Mr. Upshaw called Mr. Nunn (Chief, DAS) who said that he was unaware of the standards which had been submitted. Several weeks later, Mr. Nunn confirmed that the standards had been found, and that they had been placed on the "first track." Mr. Upshaw made repeated calls to Mr. Num in order to follow-up, but was not answered. Now, within the last week, Mr. Upshaw reports to me that he spoke with Mr. Nunn on Monday, March 19, 2001, and that Mr. Nunn said he had still not seen the standards, and that there were many standards that had not been acted upon al residentes, as see real or companies of a cities because LIAS OF SECTION (SEARCH) IN MALE

Prior to the order of the California Supreme Court requiring the CAC and DAS to accept non-union programs for registration on an equal basis with union programs, the DAS would stall any non-union application in abvious attompts to frustrate the program into withdrawing or in hopes that new regulations would require yet another revision of the standards before it could be approved, with the clear objective of delaying approval forever, essentially denying approval. This type of passive aggressive behavior of a public agency is an unconstitutional denial of due process. Therefore, unless you perform the ministerial act of either approving the DAS 24 submitted by IRCC or rejecting it with proposed changes so that it would be approved (and stating the standards by which you have arrived at such a decision so that a writ may be filed to correct any errors in judgment) by June 1, 2001, a civil action will be filed.

to the area of the time to a second as a second Thank you for your attention to this matter. I can be reached at (415) 391-9200 should you wish to discuss this matter. Janton ent i have a an ourse free

Very truly yours,

THIERMAN LAW FIRM

Mark R. Thierman



DAS 24 (Rev. 12/91)

# State of California — Department of Industrial Relations DIVISION OF APPRENTICESHIP STANDARDS

## REVISION OF APPROVED STANDARDS

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#### INDEPENDENT ROOFING CONTRACTORS OF CALIFORNIA, INC.

May 11, 2000

Mr. Ernie Behm Division Of Apprenticeship 1515 Clay Street, Room 602 Oakland, CA 94612

Merger of Individual Plant Standards With IRCC UAC Standards (DAS File #19704) for Approved Contractors in San Bernardino and Riverside Counties—w/DAS Revision

#### Dear Emie:

You will find attached a DAS Revision to include Riverside and San Bernardino Counties to the IRCC UAC's recruitment area. Three existing contractors in these two counties are currently approved by the state to operate plant standards, and they have petitioned the IRCC to manage their training programs under the existing IRCC standards. Your counterpart in Southern California, who oversees these three singular contractor programs is Richard Robles. He has been contacted by Jim Leatherwood—the Director of Applied Technology at Riverside Community College—that the Riverside City College will serve as the LEA for contractors whose apprentices will train under the IRCC standards in Riverside and San Bernardino.

#### Attached you will find:

- 1. DAS 24 Revision
- 2. Revised Addendum modifying area and recruitment goals for minorities & women
- 3. Letter from Jim Leatherwood Director, Applied Technology-Riverside Community College
- 4. Letters requesting merger of plant standards/Huffman Roofing/Bell Roofing/JJ Roofing
- 5. Revised Apprenticeship Committee Assignments

Please advise this committee on the steps necessary for the apprentices, currently indentured under these other standards, to transfer their agreements to this committee.

Thank you again for your anticipated assistance in facilitating this revision.

Sincerely,

IRCC UAC Chairman

CC Debbie Huffman, Don Luginbill, Scott Lyon, Jim Leatherwood, Richard Robles

# IRCC—APPRENTICESHIP COMMITTEE MEMBERS Revised 5/1/2000

#### HEAD COMMITTEE/BAY AREA SUBCOMMITTEE

NAME & COMPANY
John Upshaw – Chairman
Independent Roofing Contractors
Of California, Inc.
P.O. Box 27935
Concord, CA 94527

Jack White State Roofing Systems, Inc. 15444 Hesperian Blvd. San Leandro CA 94578

Steve Amend Roofing Services, Inc. 4155 Santa Rosa Avenue Santa Rosa CA 95407

Ralph Wedge Wedge Roofing 5 Casa Grande Petaluma CA 94954

Brian Seifert (Secretary)
Security Roofing Systems
677 Kings Row
San Jose CA 95112

Monterey Bay Area Sub Committee

Peter Scudder Scudder Roofing Company P.O. Box 2596 Monterey CA 93942

Dick Ross Ross Roofing Company 1795 California Street

Central Valley Sub-Committee

Peter Madsen Madsen Roof Company P.O. Box 277730 Sacramento CA 95827

Joanne Baker Baker Roofing 1100 E. Charter Way Stockton CA 95205

Tim Tanner Western Single-Ply 3129 Swetzer Rd. Loomis, CA 95650 PHONE

925-930-7704

510-317-1477

707-584-9750

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707-763-5475

408-971-1777

PHONE

831-384-1500

831-394-8581

(916) 361-3327

916-361-3327

916-652-3891

#### PAGE 2 - Revised IRCC UAC Committees

#### Southern California Committee (Los Angeles/Orange/San Bernadino & Riverside Counties

#### PHONE

Debbie J. Huffman Huffman Roof Company 4225 Garner Rd. Riverside, CA 92501

6508 Clara Street Bell Gardens, CA 90201

Andy Cabral
Cabral Roofing & Waterproofing Corp.

Cheryl Daniels
Davey Roofing, Inc.
17182 Armstrong Ave.
Irvine, CA 92714

Scott Lyons Bell Roofing Company 636 South "I" Street San Bernadino, CA 92412 562-806-8939

909-786-4111

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## Riverside Community College

Moreno Valley Campus . Norco Campus . Riverside City Campus

DATE:

April 10, 2000

TO:

Whom It May Concern

FROM:

Jim Leatherwood

Director, Applied Technology Riverside Community College

Dr. Bill O'Rafferty

Dean, Occupational Education Riverside Community College

SUBJECT: LEA for Roofing Apprenticeship for the Independent Roofing Contractors

Riverside Community College will act as the Local Education Agency (LEA) for the rendition of the Related and Supplemental Instruction required to meet apprenticeship standards as required by Section 3084 of the Labor Code of the State of California.

The curriculum to be used in providing the instruction is the same as that used in other approved roofing apprenticeship programs found in DAS file #19704.

For additional information please call (909) 222-8491.

Signed:

im Leatherwood

Director, Applied Technology

Dr. Bill O'Ralferty

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Dean, Occupational Education

C: John Upshaw, IRCC Richard Robles, DAS



## BELL ROOF COMPANY ...

SERVING THE INLAND EMPIRE SINCE 1928

Manufacturers - Approved Applicator

P.O. Box 5218 636 South "I" Street San Bernardino, California 92412 Phone (909) 885-6863 Fax (909) 885-7431

April 14, 2000

Independent Roofing Contractors of CA, Inc. Unilateral Apprenticeship Committee P.O. Box 27935
Concord, CA 94527

Dear UAC:

Bell Roof Company requests that the Independent Roofing Contractors of California, Inc. Apprenticeship Committee accept a merger of this companys existing single-plant standards for roofing apprentices (DAS File # 10698) to improve and consolidate our present training efforts. We have discussed the advantages of this consolidation with the two other DAS approved roofing contractors in this area, also operating under single plant standards (Huffman Roof Co. & IJ Roofing), and they have agreed that a multi-employer operated and coordinated program will provide greater flexibility, enhanced training resources and increased benefit to apprentices.

We understand that you have received a favorable invitation from the Riverside College Occupational Education Department, to serve as your local educational liaison LEA, which makes a merger even more logical. In addition, the companies of Byars Roofing and Christianson Roofing of Riverside and San Bernardino, who have recently joined your association have indicated they are in the process of indenturing apprentices into your program and are interested in serving on a local area sub-committee of the IRCC UAC, along with Huffman Roof Company and JJ Roofing.

We appreciate your assistance in effecting this merger and look forward to a beneficial relationship.

Sincerely,

Scott Lyon

President

## LUFFMAN LEGO O EZGO MEANY

April 28 2000 國際

UAC

Independent Roofing Contractors of California, Inc. Unilateral Apprenticeship Committee
P O Box 27935
Concord, CA 94527

Re: Request for Merger of Plant Standards with IRCC Apprenticeship Standards

Dear UAC:

Roy O. Huffman Roof Company hereby requests that the Independent Roofing Contractors of California, Inc. Apprenticeship Committee accept a merger of this company's existing single-plant standards for roofing apprentices (DAS File # 10646) in order to improve and consolidate our present training efforts. As you are aware, we have discussed the advantages of this consolidation with the two other DAS approved roofing contractors in this area also operating under single plant standards (Bell Roof Company and JJ Roofing). They have agreed that a multi-employer operated and coordinated program will provide greater flexibility, enhanced training resources and, most importantly, increased benefit to apprentices.

We understand that you have received a favorable invitation from the Riverside Community College Department of Applied Technology to serve as you local educational liaison (LEA) which will be used as an extension training facility for training apprentices from within San Bernardino and Riverside Counties. As discussed, we also utilize Riverside Community College as our current LEA, which makes a merger event more logical. In addition, the companies of Byars Roofing, Ontario, and Christianson Roofing, Riverside, who have just recently joined your association have indicated that they too are currently in the process of indenturing apprentices into your program. They are interested in serving on a local area sub-committee of the IRCC UAC along with my company, Bell Roof Company and J. Roofing.

Thank you for your assistance in effecting this merger. We look forward to a beneficial relationship and enhancement of our overall training effots.

Respectfully,

ROYO HUFFMAN, ROOF COMPANY

Debbi J. Huffman

President



April 27, 2000

Independent Roofing Contractors of California, Inc. Unilateral Aprenticeship Committee 3478 Buskirk, Suite 245 Pleasant Hill, CA 94523

Dear Unilateral Apprenticeship Committee,

In order to improve our present training of apprentices, JJ Roofing is requesting a merger of our single-plant standards for roofing apprentices. We are currently approved by the DAS (#10712) and are training in conjunction with Riverside College Occupational Education Department along with two other approved roofing contractors in the area, Bell Roofing and Huffman Roofing.

It is our understanding that you have received an invitation from Riverside College Occupational Education Department to serve as our local educational-bridge between the participants in the Riverside and San Bernardino County areas with contractors in the program from Los Angeles and Orange Counties. Because the importance of the educational training and practical application being as flexible and workable for all concerned we strongly support the merger for the expansion of classes in our area, on our behalf and those single-plant operations in Riverside/San Bernardino Counties who have indicated an interest, or are currently in the process, of indenturing apprentices into your program and would like to join a local sub-committee of the Independent Roofing Contractors of California, Unilateral Apprenticeship Committee.

Please consider our request and we are looking forward to a good working relationship that will be beneficial for all concerned.

Sincerely,

J J ROOPING

Don Luginbi

President

**CERTIFIED MAIL #Z 464 290 698** 

DON LUGINBILL ROOFING, INC.

– dba J.J. ROOFING -

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# ADDENDUM TO APPRENTICESHIP STANDARDS OF THE INDEPENDENT ROOFING CONTRACTORS OF CALIFORNIA, INC. UNILATERAL APPRENTICESHIP COMMITTEE

Occupation: ROOFER

The area covered by these Standards is the counties of Alameda, Contra Costa, El Dorado, Fresno, Kern, Los Angeles, Marin, Mendocino, Monterey, Napa, Orange, Placer, Riverside, Sacramento, San Bernadino, San Francisco, San Joaquin, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma, Stanislaus, Tuolumne and Yolo.

The above-named Program Sponsor, in accordance with the California Plan for Equal Opportunity in Apprenticeship, declares the following to be its selection procedures.

- J. <u>Pledge:</u> The program sponsor affirms that the recruitment, selection, employment, and training of apprentices during their apprenticeship shall be without discrimination because of race, color, religion, national origin, or sex. The sponsor will take affirmative action to provide equal opportunity in apprenticeship for both minorities and women, and will operate the apprenticeship program as required under Title 29 of the Code of Federal Regulations, Part 30, and the equal employment opportunity regulation of the State of California.
- II. <u>Dissemination of Information</u>: The sponsor will, on a semi-annual basis, inform various parties concerning the requirements for admission into the apprenticeship program; the availability of apprenticeship opportunities; the location and time application is available; and the program's equal opportunity policy will be disseminated to the following:
  - U.S. Department of Labor Bureau of Apprenticeship and Training 1301 Clay Street, Room 1090N Oakland, CA 94612

Bureau of Apprenticeship and Training 3350 Shelby Street, Suite 34 Ontario, CA 91764

b. California Employment Development Department 201 E. 18th St., Antioch, CA 94509-2431 1375 University Ave., Berkeley, CA 94702-0701 2450 S. Bascom Ave., Campbell, CA 95011-5003 1849 Willow Pass Rd., Concord, CA 94524 3060 Travis Blvd., Fairfield, CA 94533-3498 39155 Liberty St.(P.O. Box 5103) Fremont, CA 94537-5103 190 Leavesy Road, Gilroy, CA 95020-3636 24709 Amador St., Hayward, CA 94544-1885



## **MEMORANDUM**

TO: Barbara Kahlow

FR: Sean Doherty

RE: California Apprenticeship Issue

DATE: 4/15/02 # OF PAGES: 42

Barbara,

First, I apologize about the amount of paper. The ACTA document was not available electronically. Included in this fax please find:

- 1) The ruling by the California Apprenticeship Council (CAC) ordering the shut down of several Air Conditioning Trade Association (ACTA) apprenticeship programs. As with IRCC and PHCC ACTA sought and received approval for expanding their programs. This approval, under the Wilson administration was granted. The CAC, upon the recommendation of Steve Smith, reversed this approval thereby retroactively closing several schools.
- 2) Notice of Violation by DAS ordering ACTA to turn over all monies derived from their program.
- 3) Memorandum from George Moton to Henry Nunn requesting status of several DAS 24's which had not yet been approved or denied. To date that remains the case with all requests.

Please let me know if there is anything else that you need. Again, thank you for your help. I owe you drinks when I am in DC next.

- 2. ACTA UAP did not maintain adequate records of on-thejob work hours and hours of related and supplemental instruction and did not maintain apprenticeship agreements. (Compl. #97-S-11, Fourth and Seventh Claim.)
- 3. ACTA UAP did not pay or did not pay sufficient contributions to an employer benefit plan or plans as required by its Approved Standards. (Compl. #97-S-11, Fifth Claim.)
- 4. ACTA UAP did not pay or require employers to pay apprentices the appropriate rate of compensation. (Compl. #97-S-11, Sixth Claim.)
- 5. The Charging Party was not served with ACTA UAP's proposed revisions to its Approved Standards as required by DAS regulations. (Compl. #99-13, First Claim.)

#### PROCEDURAL BACKGROUND

On December 20, 2000, the Charging Party was informed by letter that a Hearing Officer was appointed to conduct the hearing as to both complaints. By letter of December 22, 2000, all parties were so notified.

One telephonic pre-hearing conference was conducted on January 19, 2001, with all parties, through their respective counsel, participating. During the pre-hearing conference the parties agreed to exchange documents they intended to rely upon in support of their positions. The parties were informed that the exchanged documents would be made part of the record. Each party exchanged documentary evidence in accord with their agreement prior to the hearing being scheduled.

Each party was also given the opportunity to provide the Hearing Officer and each other party with a position letter outlining their respective factual and legal positions with respect to any issue raised in the complaints, including those determined to be without merit or untimely by DAS. Only the Charging Party provided its position statement dated February 21, 2001.

The parties were notified by letter of March 9, 2001, that the hearing was scheduled for April 10 and 11, 2001. The hearing was held before the Hearing Officer on April 10, 2001 and April 11, 2001, and was transcribed by a certified court reporter.

Each party was given an opportunity to and did submit documentary evidence prior to the hearing. In addition, during the hearing each party had the opportunity to present witnesses, to cross-examine witnesses and to present additional documentary evidence. Post-hearing argument, by agreement of the parties, was submitted in written form. Each party had the opportunity to and did submit written briefs and reply briefs. The last post-hearing reply brief was served on June 4, 2001 and received by the Hearing Officer on June 7, 2001. By agreement of the parties, the matter was submitted for decision upon receipt of the last reply brief on June 7, 2001.

The documentary evidence submitted by the parties prior to and at the time of the hearing as well as the written briefs (with an exception discussed below), together with the

#### FINDINGS OF FACT

- 1. The "Apprenticeship Standards of the Air Conditioning Trades Association Joint Apprenticeship & Training Committee" was approved by the California Apprenticeship Council effective August 6, 1993.
- 2. The Standards provide at Article III that the geographic coverage is for the counties of Merced, Stanislaus, Mariposa and Tuolomne. The Addendum to the Apprenticeship Standards also defines the "Area Covered by Standards and Approved Statistical Area" as the counties of Merced, Stanislaus, Mariposa and Tuolomne.
- 3. The Standards (at Addendum II-"Affirmative Action Plan") provides for ACTA UAP's affirmative action goals as to minority and women apprentices. The goals and statistical bases for the goals are premised on the Standard's recruitment geographical coverage in Mcrced, Stanislaus, Mariposa and Tuolomne counties.
- 4. The Standards (at Addendum III "Selection
  Procedures") provide that the "Selection of Apprenticeship
  Applicants will be Method Number Four (4)." The written
  selection procedure provides for minimum qualifications,
  selection devices, ranking, a description of procedures
  applicable to qualified applicants, how prior experience will
  be treated and a review process.

- 5. The selection procedures under "Ranking" provide, in relevant part, that: "D. A ranked listed (sic) of eligible applicants will be established and maintained for two (2) years."
- 6. The selection procedures under "Qualified Applicants" provide, in relevant part, that: "B. The JATC will refer qualified applicants to job openings by rank in descending order from the eligible list and will be sent to the employer for placement in the Apprenticeship Program."
- 7. The Standards provide that "related instruction will be supplied by the Modesto Junior College."
- 8. Notwithstanding the provision in the written Approved Standards, ACTA UAP either utilized Local Educational Agencies (LEA) or had agreements with LEAs to provide related instruction not within the Modesto Junior College District.

  These LEAs included: Fresno County Office of Education/Fresno Unified School District; Martinez Unified School District/Adult Education; San Juan Unified School District; Santiago Canyon College (Orange County); and Sacramento City College,
- 9. ACTA UAP entered into an agreement with Martinez Unified School District for that institution to act as ACTA UAP's LEA. The agreement provided, in part, that ACTA UAP was to "secure necessary credentials for the instructors as required by the District (Martinez Unified School District) and by California law."

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10. ACTA UAP's instructors Dale Armstrong, Hal Scholl,
Steve Torres and Babura; Dharani were not certified by Modesto
Junior College or by Martinez Unified School District to
provide instruction. E. Dale Armstrong, however, did hold a
Community College Instructor Life Credential, and Harold P.
Scholl held a teaching credential issued by the Commission on\_
Teacher Credentialing. ACTA UAP did have some attendance forms
showing that certain apprentices attended classes at several
locations within the Martinez Unified School District,
including Hoover High School and at a private residence.

11. ACTA UAP submitted a petition in letter form dated May 12, 1994, to the Chief of DAS to "expand the Air Conditioning Trade Association Unilateral Training Committee's geographic area to include the forty-six (46) Northern California Counties. (Tulare-Kings County north to Oregon)." Chief of DAS has not yet approved that petition. There were other revised standards used by ACTA UAP which do not show the signature of DAS' chief approving the revisions. A revision of August 1, 1997 was sent to the Los Angeles Unified School District. This revision shows the purported signature of Len Viramontes, Senior Apprenticeship Consultant for DAS, but does not show the required signature of DAS' chief. Also, ACTA UAP produced a revision to its standards dated April 20, 1998. Similarly, this revision shows the purported signature of Len Viramontes, but not that of DAS' chief.

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There was no request to leave the record open for additional evidence, there was no agreement of the parties that additional new evidence could be received and there has been no showing that this proffered evidence was somehow unavailable to ACTA UAP prior to the close of the hearing.

ACTA UAP also references, but does not attach, the declaration of Henry S. Nunn allegedly submitted in another pending proceeding between these parties. (Respondent's Op. Br. at page 5.)3

The parties were allowed to attach or reference the pending civil writ proceedings, no representation was made as to what weight, if any, would be given to those references. In this situation, however, Mr. Nunn's declaration is not admissible. Even though the hearing was not conducted "according to technical rules relating to evidence and witnesses" (section 202(b)(3)), it is unfair to allow testimony submitted by way of declaration after the record is closed and where the parties neither consented to that submission nor had the opportunity to examine the declarant.

Petition for Preemptory Writ of Mandate, Air Conditioning Trades Association Unilateral Apprenticeship Committee v. Division of Apprenticeship Standards, Henry P. Nunn and Sheetmetal Workers International etc. et al, San Francisco Superior Court Case No. 318718. Although the Hearing Officer did receive courtesy copies of some of the pleadings in the writ proceeding, declarations were never submitted.

5. Are the Parties Entitled to Receive the Hearing Officer's Proposed Decision Prior to the Issuance of the Final Decision by the Director of the Department of Industrial Relations?

At the conclusion of the hearing, ACTA UAP requested that the Hearing Officer's proposed decision be given to it. This oral request was followed by a letter of May 9, 2001.

Under section 202(c) and (d), the Administrator of
Apprenticeship issues a decision on the complaint based on the
entire record and after considering the Hearing Officer's
written recommendations. There is no final decision until one
is issued by the Administrator of Apprenticeship.

There is nothing in statute or regulation, nor has ACTA UAP offered any authority, that provides that a party is entitled to receive the Hearing Officer's recommendations or proposed decision. There is, however, authority to the contrary. In Bollinger v. San Diego Civil Service Commission (1999) 71 Cal.App.4th 57-577, 84 Cal.Rptr.2d 27, the court held that a party had no right to receive a Hearing Officer's proposed decision. In addition, citing to Dami v.

Dept. of Alcoholic Bev. Control (1959) 176 Cal.App.2d 144, 154, 1 Cal.Rptr. 213, the court also recognized that there was no constitutional principle implicated by not giving a party a proposed decision.

The regulations use the terminology of "Administrator of Apprenticeship." Under Labor Code section 3072 "The Director of Industrial Relations is ex officio the Administrator of Apprenticeship and is authorized to appoint such assistants as shall be necessary to effectuate the purpose of this chapter."

Consequently, neither the Respondent nor any party is entitled to receive the proposed decision.

# 6. ACTA UAP's Assertion That the Complaints are Untimely.

Based on the testimony of Mr. Paul McDonald Harrison concerning his involvement with ACTA UAP training programs from 1995 to 1998, ACTA UAP asserts that the complaints are untimely and should be dismissed. Section 201(a) provides for time limitations for the filing of complaints based on various violations. A complaint is issued "when there is cause to believe that a decision, order or action of an apprenticeship program sponsor has been unfair or unreasonable; or that there has been a violation of: ...[regulations and agreements]."

No evidence was proffered, however, as to when Charging Party had or should have had "cause to believe" that some violation had occurred. A witness's testimony that there were violations covering a broader period of time than that suspected by a complainant would not retroactively trigger the statute. It would still need to be shown, by competent evidence, that the complainant had "cause to believe" that a violation occurred and failed to take action within the applicable period. Since, ACTA UAP failed to proffer any evidence to show that Charging Party had "cause to believe" within either a 30- or 180-day period that a violation occurred, the argument is rejected.

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ACTA UAP'S USE OF LEAS, INSTRUCTOR QUALIFICATION AND FREQUENCY AND LOCATION OF RELATED TRAINING.

The Approved Standards for ACTA UAP provide that "related instruction will be supplied by Modesto Junior College." ACTA UAP had, for some time beginning in 1994, attempted to change its Standards. For the most part, DAS approval has not been forthcoming. There are certain revisions to the Standards showing that some changes, not relevant here, were approved by DAS, but which also show that Modesto Junior College continued to be the only approved LEA listed.

There is ample evidence that ACTA UAP did use LEAs other than Modesto Junior College. ACTA UAP submitted numerous documents that it had entered into or was attempting to enter into agreements with educational agencies other than Modesto Junior College to provide for related instruction. These agreements may be a prerequisite to obtaining DAS approval of amended Standards, but DAS approval is still required. In this case, Modesto Junior College remains the only approved LEA and ACTA UAP's use of other LEAs even if furnished pursuant to agreement between ACTA UAP and those educational agencies, is a violation of ACTA UAP's Approved Standards.

Since ACTA UAP's use of Martinez Adult School violates its Standards, the use of alternate class locations, such as Hoover High School, is subsumed within the violation of its Standards whether Martinez Adult School approved of the practice or not. In other words, the use of alternate class locations will not be treated as separate and distinct violations.

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In addition, testimony established that instructor 1 2 certification is a determination made by the individual LEA and 3 not DAS. The agreement between ACTA UAP and Martinez Unified School District, for example, provides that the "[p]rogram sponsor shall secure necessary credentials for the instructors as required by the District [Martinez Unified School District] and by California law." Here, there was no evidence proffered to show what the District's requirements were and if ACTA UAP's instructors fulfilled those requirements. At best, ACTA UAP offered a letter from Tulare County Office of Education to the effect that E. Dale Armstrong held a Community College Instructor Life Credential and that Harold P. Scholl held a teaching credential issued by the Commission on Teacher Credentialing. ACTA UAP also offered documents reflecting student attendance at classes and names of instructors. None of these documents, however, show that Mr. Scholl and Mr. Armstrong or other instructors were certified by the school district.5

Apart from the issue of LEA certification of instructors, DAS also contends that the quality of instruction was deficient. Neither DAS nor the Charging Party met its burden

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<sup>&</sup>lt;sup>5</sup> Testimony established that Mr. Baburaj Dharani also served as an instructor for ACTA UAP. Since documents relating 27 to Mr. Dharani were not timely submitted, they are not 28

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concerning the quality of instruction provided by ACTA UAP'S instructors. The testimony of witnesses Mark Joseph Oaxaca and Jaima Garcia Vuscanamte as to the quality or lack of quality of instruction is given no weight since the witnesses were not shown to be competent to testify as to instructor qualification requirements and whether the instructors met those qualifications. The witnesses' mere preferences or opinions as to teaching ability or ability to communicate are insufficient to show that the witnesses are competent to testify as to even minimum instructor qualifications.

Charging Party also failed to produce sufficient evidence to meet its burden with respect to its allegation that ACTA UAP failed to provide related and supplemental instruction on a frequent and continuing basis and at locations proximate to the on-the-job training. There was testimony that related and supplemental shop instruction was provided at several locations. While not specifically delineated, that training occurred on some periodic or even regular basis. This testimony contradicts the substance of the allegations and, consequently, Charging Party's allegations in this regard cannot be sustained.

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<sup>6</sup> Documents submitted by DAS as part if its investigative summaries included the declaration of Charles Whitehead. Since Mr. Whitehead was not called as a witness, the declaration was not considered.

C. ACTA UAP'S COMPLIANCE WITH ITS PROCEDURES FOR SELECTION OF APPRENTICES.

Section 205(f) and 215, provide certain requirements that procedures for the selection of apprentices be included as a part of a program's standards. At a minimum, those procedures must be in writing, comply with Federal regulation and must be approved by DAS' chief. That is, the selection procedure must be spelled out in writing as part of a program's approved standards. 29 Code of Federal Regulations section 30.5(b)(1)-(4) spells out allowable selection procedures. Under subparagraph (4) "A sponsor may select apprentices by means of any other method (other than subsections (1) through (3) of that section including its present selection method..."

Accordingly, a plan may use a method of apprenticeship selection different than that provided in subsections (1) through (3) of 29 CFR 30.5(b), but that method must still be detailed in writing and be given DAS' approval.

ACTA UAP did spell cut its selection procedure in writing and received DAS approval for that procedure. In summary, ACTA UAP's selection procedures provide for: minimum qualifications as to age, education, ability to perform physical labor and read, write and speak English; selection devices, that is, allocating point values to five categories derived from the applicant's oral interview; ranking, including notice provision and establishing a listing of eligible applicants that will be maintained for two years; a procedure for the referral of applicants to employers based on the applicant's rank on the

eligibility list; provisions for granting credit based on prior experience; and a provision to review the selection procedure to determine if the selection procedures adversely affect individuals based on sex or ethnicity.

ACTA UAP's utilization of any other selection method not in writing and not approved by DAS would be a violation of regulation and its Approved Standards. Even though evidence established that ACTA UAP has attempted to amend or revise its selection procedures, there was no evidence proffered establishing that any revision of the original selection procedures was ever approved by DAS.

Here, Mr. Paul McDonald Harrison credibly testified that the procedures actually used for apprentice selection were based on referrals from employers. That is, participating employers would refer their current employees to be enrolled in ACTA UAP's apprenticeship training program. The referred employees would be orally interviewed. After the oral interviews and the submission of paperwork, about 99 percent of those referred would be enrolled as apprentices. An eligibility list was not maintained or used. Since the individual apprentices were already employed, the apprenticeship program did not refer apprentices to jobs or maintain a referral list of eligible apprentices. The testimony of Jaima Garcia Vuscanamte, based on his personal experience, confirmed that this selection process was also used

to select him into the ACTA UAP apprenticeship program in the Los Angeles area.

ACTA UAP did not proffer any evidence to rebut this testimony or to show that this method of selecting apprentices was an aberration.

Based on the submitted evidence, therefore, ACTA UAP violated its Approved Standards by not following the procedures established for the selection of apprentices. Referral lists were not maintained, and apprentices were not referred to jobs. Rather, apprentices were selected and obtained from an existing employee work force based on employer referrals. Apprentice referrals and the maintenance of eligibility lists were thus not needed or used.

ACTA UAP agreed to conform to a particular selection process that was memorialized in writing in its Approved Standards. Violation of the approved selection process is not excused or minimized simply because the process actually used might have been appropriate or approved by DAS under a different factual scenario.

ACTA UAP argued that, at least two selection processes pre-existed DAS approval of its Standards and could be used without first obtaining DAS approval. One process is known as a "hunting license" by which apprentices find their own employer to work for as opposed to being referred to that employer by an apprenticeship program. Another selection process, known as "grandfathering," enables an apprentice to

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work for his or her existing employer rather than be referred to a different employer. ACTA UAP, however, failed to produce any evidence that any other selection process obtained DAS approval and was included in writing as part of its Standards.7

ACTA UAP'S RECRUITING OF APPRENTICES OUTSIDE OF THE GEOGRAPHICAL AREA IMPOSED BY ITS STANDARDS 8

ACTA UAP's Approved Standards state that the geographic coverage is for counties of Merced, Stanislaus, Mariposa and Tuolomne. This same geographic area also forms the statistical basis for affirmative action purposes.

It is undisputed that ACTA UAP enrolled new apprentices who resided in areas outside of the four-county limitations contained in the Approved Standards. In addition, ACTA UAP advertised outside of the four-county areas and had outside of area training committees. Many of the apprenticeship agreements (DAS Form 1), some dating back to 1994, show that the apprentices' residences were outside of the four-county area, and the agreement to train apprentices (DAS Form 7) were signed by employers outside of the four-county limitation.9

<sup>7</sup> ACTA UAP argues that some sort of underground regulation was being fostered by DAS with respect to "grandfathering." This is based on a misreading of Ms. Acosta's testimony. Based on the question asked, Ms. Acosta was speculating on what types of selection processes might be approved by DAS.

Since not defined by regulation or statute, the definition of "recruitment" is that found at Webster's Third New International Dictionary, Unabridged (1967) at p. 1899.

Interestingly, many of the DAS Form 7's submitted by ACTA UAP show an expanded geographic coverage under "Area covered by Apprenticeship Standards" by listing "California," "All of California," or by adding counties in addition to the four counties actually listed in the Approved Standards. There was no evidence submitted that DAS specifically approved of any

ACTA UAP asserts that its use of certain selection procedures justifies the enrollment of out-of-area apprentices. There is nothing cited by ACTA UAP in regulation or in its approved Standards that modifies geographic area by reference to selection methodology. Thus, the geographic coverage is not expanded by reference to any particular selection method or by where an enrolled apprentice is sent to work. 10

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Also, ACTA UAP claims that its efforts to sign up new employers to participate in the apprenticeship training programs was not an active recruitment of apprentices outside of the approved geographic area. This correct assertion, however, does not address the issue.

The problem is that ACTA UAP's procedure of having employers refer employees to participate in apprenticeship training as a part of the apprentice selection process, in this case, effectively operates as form of out-of-area recruitment. The result of this selection method, as seen in the DAS Form 1's and 7's, is that since an employer is out-of-area, the referred employee will usually also reside out-of-area. It does not matter whether this is termed active or passive

geographic expansion or that approval could be obtained by simply listing greater geographic coverage on a Form 7.

Administrator for Field Offices, testimony in this regard. Ms. Acosta testified that an apprentice can work or be trained by correspondence courses anywhere in the State. Ms. Acosta did not testify that working after an apprentice was already enrolled in a training program was the same as recruiting apprentices outside of the geographic area by the apprenticeship committees or training programs.

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Approved Standards through the enrollment of apprentices who reside outside the geographic areas as defined in the Approved Standards.

Accordingly, ACTA UAP violated its Approved Standards by

recruitment since the process results in a violation of the

Accordingly, ACTA UAP violated its Approved Standards by recruiting and accepting enrollment of apprentices who resided outside of the four-county area set out in the Approved Standards.

ACTA UAP argues, however, that compliance with its Approved Standards should be waived or violation of its Approved Standards excused.

#### Constitutional Issues Raised by ACTA UAP.

ACTA UAP argues that the geographic coverage in the Approved Standards operate as an infringement on the constitutionally protected right to travel. ACTA UAP also argues that the geographic coverage in the Approved Standards that form the statistical basis for compliance with the affirmative action plan is also unconstitutional under City of Richmond v. J.A Crossen, 488 U.S. 469 (1989). In Southern California Labor Management Operating Engineers Contract Compliance Committee v. Lloyd W. Aubry, Jr. (1997) 54 Cal.App.4th 873,887, 63 Cal.Rptr.2d 106, the Court held that "California Constitution, article III, section 3.5 provides that an administrative agency has no power to refuse to enforce a statute on the grounds it is unconstitutional or conflicts with federal law, until an appellate court has so held.

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(Citation omitted.)" Accordingly, ACTA UAP's arguments in this regard will not be addressed.

2. ACTA UAP'S Contention That DAS' Conduct Should Equitably Estop DAS From Enforcing ACTA UAP's Approved Standards.

The evidence presented does not justify, under the doctrine of equitable estoppel, excusing ACTA UAP's compliance with its own Approved Standards or the necessity of obtaining DAS' approval to revise its Standards in terms of geographic recruiting areas.

Equitable estoppel is rarely invoked against a governmental agency (La Societe Française v. Cal.Emp.Com.

(1943) 56 Cal.App. 2d.534, 555), and will not be invoked if the result will be to frustrate a strong public policy. In Re

Monigold (1988) 205 Cal.App. 3d 1224, 253 Cal.Rptr. 120, 122.

The court in Manigold, held that the elements of estoppel must also be present. These elements, in addition to government action, are: the governmental agency must be apprised of the true facts; the governmental agency must have intended the party To rely upon its conduct; the party must be ignorant of the true facts; and the party must rely on the agency's conduct to its detriment. Id.

Here, the evidence is simply insufficient to support the application of equitable estoppel against DAS. There was no testimony or evidence that DAS gave some affirmative representation to ACTA UAP or even that ACTA UAP believed that DAS approval of its proposed revisions had occurred, was no longer necessary or that ACTA UAP no longer needed to abide by

its Approved Standards. There was no testimony or evidence that ACTA UAP placed any reliance on or altered its conduct in reliance on DAS' processing of apprenticeship agreements (DAS Form 1's) or any of DAS' internal memoranda.

Also, there was no evidence submitted that any of the internal memoranda circulating within DAS concerning approving apprenticeship agreements were ever actually communicated to ACTA UAP.<sup>11</sup> In this regard, ACTA UAP suggests that Mr. Viramontes would have supported ACTA UAP's position had he been called to testify. Neither DAS nor the Charging Party was compelled to call Mr. Viramontes as a witness and no negative inferences will be drawn from their decision not to do so.

ACTA UAP's citation to Sawyer v. City of San Diego (1956)

138 Cal.App. 2d 652 and La Societe Française v. Cal.Emp.Com.,

supra, does not change this analysis since the cases are

distinguishable. In La Societe, the governmental taxing

authority actually issued an official ruling as to the

employers obligation regarding tax withholds that the employer

relied upon. In Sawyer, there was a long history (36 years) of

the City's acquiescence in water usage coupled with the City's

agreement to supply water. Here, there is no specific act,

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<sup>11</sup> Even had the internal memoranda been given to ACTA UAP, those memoranda cannot be read as suggesting that the Approved Standards no longer controlled, or that DAS's approval of the apprentice agreements excused compliance. This is true as to Mr. Viramontes' September 18, 2000, "To Whom It May Concern" letter as well (Resp. 22). Mr. Viramontes does not say that

ACTA UAP is excused from complying with its Approved Standards and, in fact, seemingly references those Standards by citing to DAS's file number for ACTA UAP.

agreement, or long continuing conduct on DAS' part that would lead ACTA UAP to reasonably believe that it could ignore its Approved Standards with respect to geographic coverage.

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## E. ALLEGATIONS REGARDING RECORDKEEPING AND FAILURE TO PAY WAGES AND CONTRIBUTIONS.

There was insufficient evidence submitted to support

Charging Party's allegations that apprentices were not paid the appropriate wages in accordance with the Standards and apprenticeship agreements. Other than addressing an isolated instance, testimony did not establish any pattern of conduct relating to wage payments nor were any documents produced to establish what amounts were paid in comparison to that which was allegedly owed for a given period.

There was no evidence submitted as to contributions to training funds. Consequently, all allegations relating to failure to pay to the correct entity or to pay appropriate amounts were not proven and must be dismissed. 12

PROPOSED REVISIONS.

The parties did not address this issue in their briefs even though raised in Charging Party's second complaint (99-13, First Claim) and addressed by DAS in its investigative findings. (DAS Folder 99-13.) In any event, there is

<sup>12</sup> In light of the dismissal it is not necessary to address ACTA UAP's argument that the Charging Party raised an issue of a violation of fiduciary duty under ERISA, which is preempted by federal law.

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G. REMEDIES.

insufficient evidence presented to make a finding as to this allegation. Section 212(f) provides that the proposed standards shall be served "on the sponsor of each existing program in the apprenticeable occupation in the labor market area of the program, as defined by section 215..." The evidence submitted suggests that ACTA UAP's proposed standards were incomplete and returned without action. Without more, it cannot be determined what status, if any, was accorded ACTA UAP's proposed revised standards, or even if the proposal was domplete within the requirements of section 212. Consequently, Charging Party did not meet its burden with respect to this claim.<sup>13</sup>

Charging Party suggests that deregistration is the appropriate remedy for the violations alleged. Deregistration is within the province of the Chief of DAS under the procedures set forth in section 212.4. Section 217.4(b)(1) provides, in part, that the program sponsor be notified of a violation and the action needed to correct the violation "in writing sent by registered or certified mail, with return receipt requested." A second notice is required under Section 212.4(b)(3) in the event the program sponsor fails to correct the identified violations. While the first notice was sent to ACTA UAP in January 1997, there was no evidence submitted that DAS complied

DAS' conclusion, however, that service is not required, until DAS approves the requested geographic expansion appears to run contrary to the actual requirements of Section 212(f).

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with the second notice provision set out under section 212.4(b)(3), or that other notices in compliance with regulation were subsequently sent to ACTA UAP. Consequently, deregistration cannot be ordered.

This decision, however, together with the entire record will be made available to the Chief of DAS for purposes of — determining if deregistration is appropriate given the findings set forth herein that ACTA UAP failed to abide by the terms of its Approved Standards.

In summary, ACTA UAP violated its procedures for the selection of apprentices, recruited apprentices outside of the geographic limitations set forth in the Approved Standards and-used LEAs that were not approved by DAS or set forth in its Approved Standards.

Pending a determination of deregistration under section 212.4, it is appropriate to require ACTA UAP to prospectively cease and desist from doing or engaging in the following:

- Using apprentice selection methods other than the method specified in its Approved Standards;
- Recruiting apprentices or utilizing selection methods that result in the recruitment or enrollment of apprentices outside of Merced, Stanislaus, Mariposa and Tuolomne counties; and,
- 3. Using LEAs that are not set forth in the Approved Standards.

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#### ORDER

In light of the findings of facts and for the reasons described above, ACTA UAP is hereby ordered to:

- Comply, in all respects, with its Standards as approved effective August 6, 1993 by the California
   Apprenticeship Council;
- Cease and desist from using any apprentice selection methods not expressly approved and set forth in its Approved Standards;
- 3. Cease and desist from recruiting or utilizing selection methods that result in the recruitment or enrollment of apprentices who reside outside of Merced, Stanislaus, Mariposa and Tuolomne counties; and,
- 4. Cease and desist from using LEAs other than as set forth in its Approved Standards.

DATED: \_July 19, 2001

Stephen W. Smith, Director

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## PROOF OF SERVICE (Code Civ. Proc. §§ 1013a, 2015.5)

Case Name:

SHEET METAL WORKERS' INTERNATIONAL ASSOCIATION LOCAL UNION NOS. 104, 108 AND 162 v. AIR CONDITIONING TRADES ASSOCIATION UNILATERAL APPRENTICESHIP COMMITTEE

DAS Case Nos.97-S-11 and 99-13

I am employed in the City and County of San Francisco,
California. I am over the age of eighteen years and not a
party to the within action; my business address is 455 Golden
Gate Avenue, Suite 9516, San Francisco, California 94102.

On July 23, 2001, I served the DECISION on the parties listed below, through their attorneys of record, by placing true copies thereof in sealed envelopes addressed as shown below for service as designated below:

- (A) By First Class Mail: I am readily familiar with the practice of the Department of Industrial Relations, Office of the Director Legal Unit, for the collection and processing of correspondence for mailing with the United States Postal Service. I caused each such envelope, with first-class postage thereon fully prepared, to be deposited in a recognized place of deposit of the U.S. Mail in Sacramento, California, for collection and mailing to the office of the addressee on the date shown herein.
- (B) By Personal Service: I caused each such envelope to be personally delivered to the office of the addressee by a member of the staff of the Department of Industrial Relations, Office of the Director Legal Unit, on the date last written below.
- (C) By Messenger Service: I am readily familiar with the practice of the Department of Industrial Relations, Office of the Director Legal Unit for messenger delivery, and I caused each such envelope to be delivered to a courier employed by Golden State Overnight, with whom we have a direct billing account, who personally delivered each such envelope to the office of the address at the place and on the date last written below.

:	(D) By Facsimile Transmission: I caused su to be served via facsimile electronic equipment to (fax) on the parties in this action, pursuant to written agreement between such parties regarding facsimile by transmitting a true copy to the following numbers:	ransmission oral and/or service by	
	TYPE OF ADDRESSEE & FAX NUMBER  SERVICE (IF APPLICABLE)	PARTY REPRESENTED	
é	A Mark S. Renner, Esq.	SHEET METAL	
7	Wylie, McBride, Jesinger, Sure &	Workers' International	
. 8	2125 Canoas Garden Ave. Ste. 120	ASSOCIATION LOCAL UNION NOS. 104, 108 AND 162	
. 9	A Mark R. Thierman, Esq.	AIR CONDITIONING	
10	Alice K Conway For	TRADES ASSOCIATION	
11	120 Green Street	Unilateral Apprenticeship	
12	San Francisco, CA 94111	COMMITTEE	
13	B Fred Lonsdale, Esq.	DIVISION OF APPRENTICESHIP	
	P.O. Box 420603	STANDARDS	
14	San Francisco, CA 94142		
15	A California Apprenticeship Council	SELF	
16	455 Golden Gate Avenue, 8th Floor San Francisco, CA 94102		
17			
18	Executed on July 23, 2001, at Can Francisco, California.		
19	I declare under penalty of perjury under the laws of the State		
20	of California that the foregoing is true and correct.		
21	0.0° m 7'	$\sim$	
22	JULIE M. Z'BERG		
23		0	
24		. '	
25		-	
26			

#### STATE OF CALIFORNIA

DEPARTMENT OF INDUSTRIAL RELATIONS DIVISION OF APPRENTICESHIP STANDARDS 455 GOLDEN GATE AVENUE, 8<sup>TH</sup> FLOOR SAN FRANCISCO, CA 94102 (415) 703-4920



ADDRESS REPLY TO: P.O. Box 420603 San Francisco, CA 94142

#### NOTICE OF YIOLATION

March 26, 2002

Daniel J. Pitcher, President Regency Mechanical, Inc. 5860 Rosebud Lane, Suite C Sacramento, CA 95841

RE: 2421 W. Lowell Avenue, Tracy (San Joaquin County) - DAS Complaint #2001-0538
Respondent: Regency Mechanical, Inc.

Dear Mr. Pitcher:

The Division of Apprenticeship Standards (DAS) has reviewed the complaint filed against Regency Mechanical, Inc. for alleged violations of Labor Code Section 1777.5.

The complaint alleged that you failed to provide notice of contract award information to the applicable Apprenticeship Committee, failed to employ registered apprentices and comply with the required apprentice to journeyman ratio and failed to make the required training contributions to an approved program or to the California Apprenticeship Council (CAC).

We received your letter dated December 14, 2001 along with the accompanying documentation in response to the Notice of Complaint DAS had issued to your company on December 4, 2001.

In your letter, you maintained that you complied with the public works requirements under California Labor Code Section 1777.5 by submitting a completed DAS 140, requesting dispatch of registered apprentices and making the training fund contributions to the Air Conditioning Trade Association Unilateral Apprenticeship Committee (ACTA). You also provided us with a copy of your agreement with ACTA to train their apprentices. Please understand that ACTA was not approved by the Chief of the DAS to operate and recruit apprentices in San Joaquin County, the location of the above described public works project. Hence, ACTA was not the applicable apprenticeship program that can supply your company with registered sheet metal apprentices.

Based on all the information and evidence received, and based on all the surrounding facts and circumstances, it is my determination, that you have violated Labor Code Section 1777.5 by your failure to provide the applicable apprenticeship committee with notice of contract award,

your failure to employ registered apprentices and comply with the required apprentice to journeyman ratio and your failure to make the required training contributions to the applicable approved apprenticeship program or to the California Apprenticeship Council (CAC).

Future violations of Labor Code Section 1777.5 may result in civil penalties. You may also be denied the right to bid on or receive public works contracts for a period of up to three (3) years.

To assist you in complying with the requirements on future public works projects, enclosed are a copy of the Excerpts from the California Labor Code relating to Apprentices on Public Works and a copy of the Summary of Requirements, Apprentices on Public Works.

By copy of this letter, the Air Conditioning Trade Association UAC (ACTA) is hereby ordered to turn over all the training fund contributions it received from respondent relative to the above referenced public works project to the Sheet Metal Advisory and Joint Apprenticeship Committee of San Joaquin County, the applicable approved apprenticeship program, or to the California Apprenticeship Council (CAC).

If you have any questions, please contact Victor D. Aguirre, Apprenticeship Consultant, at 415-703-4934.

Sincerely,

GENRY P XIINN III

Chief

Enclosures

Ce: Northern San Josquin Area Sheet Metal JATC

McDonald Glenn Company

Tracy Unified School District, Attn.: Sherry Gongawari, Facilities Development

Director

Air Conditioning Trade Association UAC (ACTA)

File





Contractors, Inc.

# Western Electrical Contractors Association, Inc. Sacramento Chapter of IEC Apprenticeship and Training Committee

### Memorandum

Date:

June 29, 2001

To:

Henry Nunn, Chief of DAS

From:

George Moton, WECA ATC Apprenticeship Director

RE:

Outstanding DAS 24's for File # 19602 and File # 10628

Dear Henry:

As per previous conversations, this memorandum is to inform you of the outstanding DAS 24's or Supplements that WECA ATC has not had action upon. The following is a list for each program:

File # 19602

Date Signed by WECA ATC

DAS 24 applies to

January 28, 2000

Private wage rates effective October 15, 1998 for

State of California

March 7, 2001

Work Processes

March 22, 2001

Supplement of Voice and Data Communications.

Installer and Repair Technician

Memorandum
June 29, 2001
Henry Nunn, Chief of DAS
Outstanding DAS 24's for File # 19602 and File # 10628
Page 2 of 2

File # 10628  Date Signed by WECA ATC  August 28, 2000	DAS 24 applies to  Revision of Area to be in San Joaquin, Stanislaus,
November 22, 2000	Calaveras and Tuolumne  Revision of Area to be in all counties in California
	except Fresno, Kings, Madera, San Luis Obispo, Santa Clara and Tulare and to change the selection procedure for the change in algebra testing
December 4, 2000	Revision of Area to be in San Joaquin, Stanislaus, Calaveras and Tuolumne
March 22, 2001	Supplement of Voice and Data Communications, Installer and Repair Technician
March 22, 2001	Work Processes

These are the DAS 24's or Supplements that we show outstanding. I would very much appreciate you investigating the status of these documents and contact me if at all possible by June 12, 2001.

I look forward to hearing from you concerning this matter.

George Moton

cc:

WECA ATC Apprenticeship Director

Don Simonich, DAS Consultant